

TOOLS FOR TACKLING CORPORATE LANDLORDS

A series on policy strategies for mitigating the impact
of private equity and other institutional investors



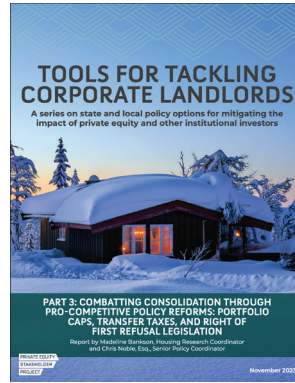
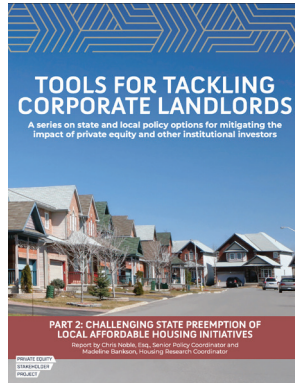
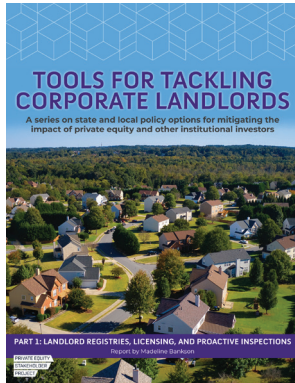
PART 5: PROTECTING MANUFACTURED HOUSING FROM PRIVATE EQUITY

Report by Madeline Bankson

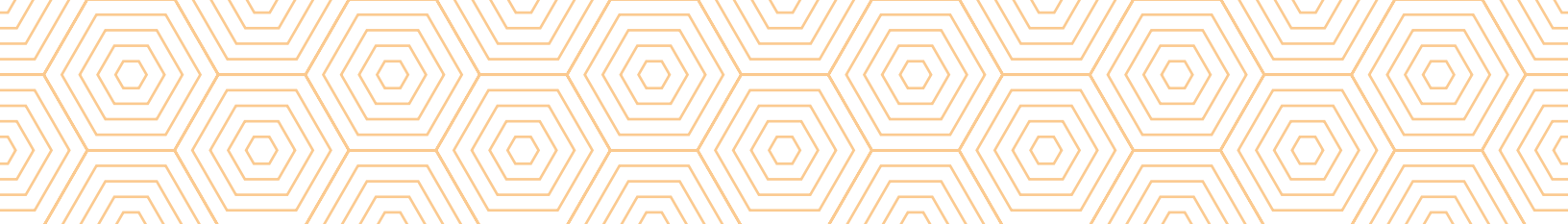
TABLE OF CONTENTS

About this report	3
Introduction	5
Rent stabilization	9
Eviction, displacement, and relocation related policies	15
Portfolio size limits	26
Resident ownership support measures	30
Landlord-tenant communication requirements	36
Transparency and licensing	41
Federal lending reforms	47
Enforcement	50

ABOUT THIS REPORT SERIES



The Private Equity Stakeholder Project's Tools for Tackling Corporate Landlords policy analysis report series aims to elevate model strategies for addressing the harm caused by corporate landlords, examining policy frameworks, and showcasing successful past measures. This report, the fifth in the series, complements four previous installments on topics including landlord licensing and registries, state preemption, anticonsolidation reforms, and a broad policy primer. This report was written in conjunction with PESP's partners at MHAction, whose policy advocacy and resident organizing efforts were central in informing the report's content.



ABOUT MHACTION

MHAction organizes with manufactured home community residents to build and win local, state, and national issue campaigns that protect and strengthen the long-term health, safety, accessibility, and affordability of their communities.

MHAction was created by manufactured home residents in 2012 to tackle the intersecting threats bearing down on their communities and build power to take on corporate owners.

MHAction's organizing is deeply rooted in residents' stories and experiences. Campaigns are developed and guided by residents' experience and expertise in the best ways to protect their homes, health, and economic stability.

ABOUT THE PRIVATE EQUITY STAKEHOLDER PROJECT

The Private Equity Stakeholder Project (PESP) is a nonprofit watchdog organization focused on the growing private equity and broader private funds industry.

PESP was founded in 2017 to address the growing impacts of private equity and private funds managers on people and the planet, and to serve as a resource to communities, individuals, and organizations grappling with such impacts.

PESP focuses on five key areas affected by private equity: climate and energy, workers and jobs, housing, healthcare, and detention and surveillance.

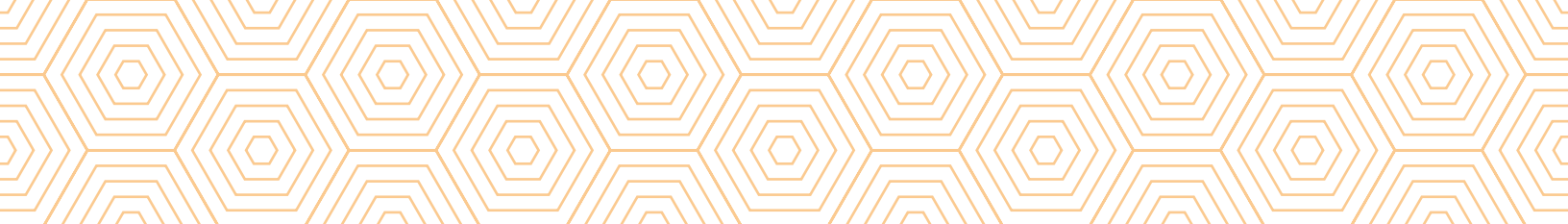
PESP's housing team conducts research, provides campaign support to tenant organizations, and provides policy analysis to tenants and their allies.

INTRODUCTION



Over the past decade, some of the largest private equity firms, real estate investment firms, and institutional investors in the world have made investments in manufactured home communities in the US. Manufactured home communities provide affordable homes for millions of residents and are one of the last sectors of affordable housing in the United States. Across the country, they are home to seniors on fixed incomes, low-income families, immigrants, people with disabilities, veterans, and others in need of low-cost housing. Many of these residents care deeply for their manufactured housing communities, often finding security and social bonds in their parks. But the peace and stability many residents find in their parks is under attack.

In these communities, many homeowners own their homes but rent the land on which their homes sit from a community owner. For most residents, it is nearly impossible to move their homes – the structures cannot withstand the move, the costs of moving them are unaffordable, and finding a new spot is untenable. When landlords raise the lot rents, residents are trapped, choosing between paying rent and abandoning their home.



This structure makes manufactured home communities a very stable source of revenue for investors, including during economic downturns, and makes residents vulnerable to exploitation. Real estate investment groups seized on this vulnerability and built a highly profitable business model with devastating effects on low-income seniors and families. The world's largest private equity firms are now piling into the sector. These firms invest capital from institutional investors into real estate, increase cash flow in a short-period of time, and in many cases, then sell the real estate after just a few years. Like other real estate investors, private equity investors are relying on manufactured home residents' limited mobility to ensure steady revenues, squeezing fast profits out of residents.

The reach of the private equity industry in manufactured housing is massive. In the United States, just 23 private equity firms own over 1,900 manufactured housing parks, totaling over 400,000 home sites. In the states where private equity ownership is the most dense, private equity firms now own as many as one in four manufactured housing lots.¹ These numbers do not account for parks owned by other types of large investors and multi-state corporate landlords who may have similar business practices and similar negative impacts on residents. In short, huge but undefined numbers of corporate interests are taking over one of the last forms of affordable housing in the United States.

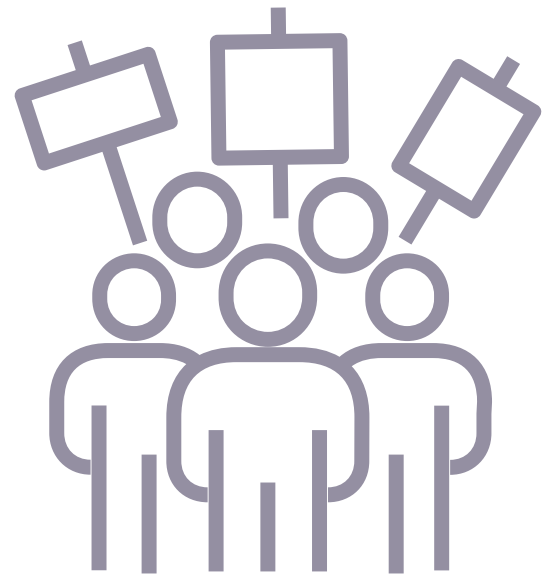
The private equity and real estate firms and institutional investors that have bought into manufactured home communities in recent years have extremely deep pockets, managing trillions of dollars in assets. Yet they have little incentive to invest that capital into communities. Residents report that instead, investor owners make cosmetic changes at most and fail to provide basic maintenance. Residents of private equity owned parks report widespread issues

Even though there is now widespread public and government recognition of private equity's negative impact on the housing system, legislative interventions have focused primarily on single family housing rather than manufactured housing. Many of these parks were acquired within the last ten years. Congress has taken its first major step toward addressing corporate ownership of housing through the 2026 Road to Housing Act (RTHA). While the law restricts corporate ownership of single family homes, it largely leaves private equity ownership of manufactured housing communities untouched.

This oversight is largely due to politicians' focus on private equity's disruption of the middle class's ability to become homeowners. In contrast, protection policies for manufactured housing residents are needed to protect a vulnerable population of land tenants who are overwhelmingly working class, disabled, and retired.

Residents of manufactured housing may own their homes while renting the land underneath, rent both the home and the land, or participate in rent-to-own agreements. The policy interventions in this report focus primarily on homeowner residents who pay lot rent, due to the particular precarity of their tenancy. However, most of the policies listed here apply to and support people who rent manufactured housing as well. In addition, this report does not touch on supply-side policies such as zoning deregulation and construction codes. While we encourage the production of additional housing supply, new homes don't support residents unless all manufactured homes are governed by policies that ensure residents are safe, affordable, and protected.

To demand action by corporate owners and government officials, manufactured home residents across the country are organizing their neighbors, establishing resident associations, collaborating with tenants, and fighting to protect their homes and communities. MHAction and The Private Equity Stakeholder Project work closely with such residents and have worked to translate their experiences and desires into the real, urgent policy solutions outlined in this report.



Manufactured home community owners as well as local, state, and federal governments must take steps to minimize the detrimental impact of investments on manufactured home residents' health, housing, and economic security by implementing the following policy changes:

- Rent control and rent stabilization
- Eviction prevention measures, including just cause eviction protections, opportunities to cure, and protection from retaliation
- Protections around moving and displacement, including landlord-funded relocation assistance, reforms to the home sales process, and multi year lease requirements
- Support for cooperative resident ownership of parks, including opportunity to purchase laws and tax reforms
- Landlord-tenant communication improvements, including improved requirements around record keeping, notice periods, ownership disclosure, and others
- Measures to prevent private equity from amassing large portfolios of manufactured housing
- Transparency and disclosure requirements, including park licensing, ownership tracking, and public dashboards
- Requiring federally-backed home loans to include tenant protection provisions
- Increasing enforcement capacity and accountability mechanisms



RENT STABILIZATION



INTRODUCTION

Manufactured homes in the United States are sometimes casually referred to as “mobile homes” or “trailers,” but, in fact, they are a specific type of factory-built housing and must be constructed in accordance with the US Department of Housing and Urban Development’s (HUD) Manufactured Home Construction and Safety Standards Code.² Modern manufactured homes resemble single family residences, often with multiple bedrooms, backyard patios or decks, and most are secured to a concrete foundation. They may be placed on the homeowners’ private land, or the homes may be placed on rented or leased land, often inside a manufactured home community.³

Due to manufactured home owners’ limited mobility, investors that buy manufactured home communities can increase site rent prices and fees with little effect on demand. As a result, residents are trapped and can be squeezed for every dollar they have. In addition, evicting residents who are unable to keep up with rising site rents can be lucrative, as residents who are forced to leave may abandon their homes or sell to the investor at a steep discount. With such devastating consequences, manufactured home residents face great risk when raising concerns or challenging wealthy investors.⁴

Unjust and unfounded rent increases by predatory landlords can easily cause residents who are disproportionately elderly, disabled, and low income, to become homeless, lose tens of thousands of dollars, lose equity in their homes as rising rents make them less marketable, or deal with uninhabitable conditions. While rent control and rent stabilization are important means to curb the negative impacts of speculative investments⁵ across all housing types, the need for these policies is especially pressing in manufactured housing.

TWO PATHS FOR RENT STABILIZATION

There are two primary policy mechanisms for protecting manufactured housing residents from unreasonable rent increases. Some strategies utilize **percentage limits** that bar landlords from raising rent beyond a certain percentage every year. Other strategies **tie rent increases to costs**, banning landlords from raising rent beyond a certain amount unless they are able to present evidence of increased operational costs. Percentage limits guarantee that residents do not bear the brunt of landlord financial woes at no fault of their own, while cost-justified rent limits are helpful but less protective.

RENT STABILIZATION POLICIES IN ACTION

Percentage limits

Washington State's 2025 law HB 1217 sets a limit on how much landlords may increase rent for manufactured housing park homeowners at 5% over a 12 month period.⁶ The law also bans park owners from increasing lot rent during a resident's first 12 months of tenancy, requires landlords to offer a yearlong rental agreement in writing, and requires three months of notice prior to raising rent. This builds upon a robust spate of other rights guaranteed to tenants in Washington State which are referenced throughout this report. A significant strength of WA HB 1217 is that it is enforced by the state Attorney General's office,⁷ which has relatively higher regulatory capacity than the entities that regulate manufactured housing in some other states.

New Mexico proposed a similar rent stabilization provision under HB 442, which died in committee in 2025. This bill would have capped rent increases in manufactured housing parks at 3% through June of 2026 and 5% thereafter within any 12 month period.⁸ This initiative is most notable in its enforcement capacity: rather than the exiting law of fining landlords just \$500 per violation, it would have instead charged them twice the amount of total monthly rent collected per violation.⁹ If applied systematically across a mobile home park, this is a significant deterrent to landlords who previously may have weathered little financial risk when breaking the law.

Justification requirements for rent increases

Several states have introduced bills that require landlords to justify rent increases that exceed a certain amount. **New York** requires manufactured home park landlords to limit rent increases to 3% unless the park owner can prove that the park is undergoing increased operating expenses, increased property taxes, or costs from capital improvements. Even if a park owner's cost increases, the owner must get court approval to raise rents more than 6%.¹⁰

Some bills have attempted to tie rent increases to the Consumer Price Index (CPI). Pennsylvania's HB 1250, a conceptually strong bill which did not pass, would have required that the aggregate increase in rent, fees, service charges and assessments be tied to CPI. For CPI increases under 2%, rents could be raised by 2%, and for CPI increases over 4%, rent increases would be capped at 4%. This bill language is comprehensive in that it also includes all costs not related to rent. Closing the extra fee loophole is crucial for private equity in particular because of the industry's tendency to extract fees from residents via sneaky pass-through fees. In HB 1250, rent increases are also not allowed if the landlord has been found to be in violation of health and safety laws by state or local officials within 90 days of the planned increase,¹¹ a provision which is intended to prevent tenants from overpaying for unsafe and unlivable conditions. Larger increases are allowed if the landlord is able to fully document "extraordinary operating expenses," though tenants, individually or as a collective, would have a clear legal channel to contest these facts with their landlord and the Attorney General.



INDUSTRY RESPONSES TO RENT CONTROL

Investor landlords are vocal in their opposition to attempts to tie rent to CPI because they count on being able to raise rent significantly over CPI every year. The Industry Publication MHDigest is very candid about the reasons behind their opposition to the Pennsylvania bill in an article that has since been taken down:

*“[Pennsylvania’s HB 1250] directly challenges the traditional investment model where **rent increases have historically outpaced inflation in many markets...** In traditional investment models, steady rent increases often form the backbone of projected returns. This constraint **fundamentally alters the risk-reward calculation for manufactured home community investments**, potentially requiring new approaches to financial modeling and return expectations. Historical data shows that manufactured home lot rents in many markets have increased at rates exceeding CPI in recent years, often ranging from 5-10% annually in high-demand regions. A mandated cap of 4% **would significantly lower the ceiling for revenue growth in these markets.** This reality creates a disconnect between investor expectations formed during acquisition and the achievable performance under new regulatory constraints.”¹²*

Organized manufactured housing landlords began planning how to keep cash flow high if the bill were to pass. MHDigest suggested the following measures as a means to continue extracting money from residents:

- “Developing ancillary income streams” by shifting towards selling (rather than just renting) manufactured homes and adding fees for storage, “premium community amenities”, home maintenance packages, and pass-through utility charges.
- Capital improvements to water, sewer, and electrical systems to justify rent increases
- Adding amenities such as clubhouses, pools, or recreation areas in order to meet the legal requirement for rent increases due to necessary infrastructure expenses
- Strategically scheduling capital improvements to align with lease renewals in order to meet the legal requirement of extraordinary expense applications¹³

With these strategies for undermining rent control in mind, the most effective rent control policies should either regulate total housing costs including fee and fine structures, or should be paired with aggressive bans on junk fees and fines.

RENT CONTROL AS A DETERRENT FOR INVESTOR EXTRACTION



As articulated above, rent control regulations may be a substantial threat to investor returns. This itself could be a deterrent to predatory investment. Private equity firms, even more than other landlord types, are motivated by major return extraction as the primary reason for doing business,¹⁴ and could decide to sell off an MHP if those high returns are no longer possible due to rent regulation.¹⁵ To be clear, **lack of investor presence in the manufactured housing market would be a major benefit of rent control rather than an unfortunate consequence.** Landlords in manufactured

housing provide few real benefits that cannot be delivered via resident ownership, nonprofit ownership, land trust, or public ownership options. This is especially true for private equity, which relies on minimizing maintenance while increasing rent rates. The increased opportunities for resident ownership that large investor exits would create would be an overwhelmingly positive outcome for those living in manufactured housing.¹⁶

The landlord lobby is highly organized in its opposition to rent control.¹⁷ As MHDigest itself states, “Active participation in industry associations that advocate for balanced policies can help shape regulatory outcomes.”¹⁸ Though these interest groups are powerful, the need for price controls in manufactured housing has never been stronger. Even some organizations which traditionally oppose rent control acknowledge the urgent need for stabilization. “In general, we believe rent control exacerbates the housing supply crisis, but MHCs are a unique case because the manufactured home the tenant owns is virtually unmovable,” writes the Urban Institute.¹⁹

RELATED CONSIDERATIONS

Mediation requirements miss the mark

Another mechanism for contesting unreasonable rent increases is through landlord-tenant mediation. Florida, which preempts rent control at the state level, instead has a mediation provision that allows tenants to request a meeting with their landlord in which the landlord must justify rent increases by assessing the rent increases in the context of “comparable mobile home parks.” If a solution cannot be reached, tenant organizations (which in practice must almost always be formalized homeowners associations, which not every park has) can pursue mediation with the park owner if lot rent increases, utility costs, or new park rules are determined to be “unreasonable.”²⁰

This is an insufficient policy solution to the affordability crisis for a number of reasons. Primarily, it fails to tackle the issue on a systemic level. Rent in Florida is highly inflated across the board, so comparing rent increases to other parks that are generally also inflated in rent price is an uphill battle for tenants. Furthermore, policies that deal with systemic issues on a case by case, subjective basis of “reasonableness” are not effective, especially in the context of Florida’s under-resourced enforcement power. As such, we recommend that rent stabilization policies are applied to all manufactured housing properties together and without exception, rather than assessing subjective “reasonableness” on a case-by-case basis.

Rent control and just cause eviction

Without anti-displacement provisions, landlords may try to circumvent rent stabilization measures by simply removing tenants from their parks. For this reason, rent control should always be paired with just cause eviction protections that prevent landlords from forcing residents out of their park unless there is a specific and narrowly defined reason. For more information on just cause eviction protections, see the anti-displacement section of this report.²¹ Vacancy control provisions, which apply limits to increases on rents from one resident to the next, can also reduce incentives for landlords to evict longstanding residents.

EVICTION, DISPLACEMENT, AND RELOCATION RELATED POLICIES



Eviction and displacement substantially threaten the stability of manufactured housing residents. For all residents, including tenants who rent their homes, eviction contributes to cycles of tenant poverty by leading to lost belongings, job loss, educational disruption, and negative health outcomes.²² For residents who own their homes while renting the land underneath, an eviction can force them to abandon their social ties and their homes as well as the asset value those homes hold. Eviction is always disruptive and traumatic, but manufactured housing arrangements and resident demographics can make eviction especially damaging for people living in manufactured housing.

Most of the policies featured throughout this report work to reduce displacement indirectly. For example, under Opportunity to Purchase frameworks, it would be relatively rare for someone to be evicted from a park where they are a partial landowner. Similarly, since the vast majority (90%) of evictions are filed due to nonpayment of rent,²³ rent control is itself a crucial displacement prevention measure. The following section features reforms that are designed to reduce opportunities for landlords to initiate acute actions that often result in displacement. These policy strategies narrow the conditions under which someone can be evicted, provide certain types of recourse and relocation support, and make it easier for residents whether they want to remain in place or sell their homes.

EVICTIION PREVENTION

Just cause

Just cause eviction protections restrict a landlord's ability to terminate a tenancy by requiring that a legally recognized reason exist before a notice to vacate can be issued.²⁴ Depending on the statute, just cause usually permits eviction only in relation to nonpayment of rent and fees, routine failure to follow park rules, resident-caused damage, major breaking of federal or state law, or condemnation or redevelopment of the park.²⁵ Without just cause protections, residents may be evicted for unauthorized occupants, vehicle violations, landscaping infractions, or in retaliation for organizing. In fact, in many jurisdictions, landlords can evict tenants or simply not renew leases without providing any reason at all.²⁶ Across housing types, eviction should always be prevented wherever possible. But for manufactured housing, eviction is an especially grave issue because it can lead to residents having to leave their homes behind. Because of these high stakes, policies should be designed to prevent manufactured housing residents from being evicted wherever possible.

The private equity-owned landlord Yes! Communities has recently threatened to evict residents over their use of window air conditioning units, even in conditions of extreme heat.²⁷



Just cause laws already exist in seven states and many cities throughout the United States. Such policies should be implemented in every state, across all housing types.²⁸ For states looking to implement just cause specifically for manufactured housing as a legislative starting point, Minnesota has exemplary just cause protections that are specifically designed to protect manufactured housing residents. Minnesota Statute § 327C.09 requires just cause for manufactured housing evictions, permitting only major violations as grounds for eviction.²⁹ Washington,³⁰ Oregon,³¹ and California³² also have legally limited permissible reasons for eviction to a narrow list for manufactured housing residents specifically.

While just cause protections require that evictions can only be filed for specific reasons, policies that explicitly prevent residents from being evicted for frivolous reasons are also helpful. Minnesota's Statute § 327C.10, part of the larger just cause framework, outlines several viable defenses to eviction. For one, residents cannot be evicted for violating rules that are determined to be "unreasonable," a measure which is necessary because manufactured housing landlords sometimes attempt to introduce new rules mid-lease.³³ The statute also has strict rules around rent increases, retaliation, and rent payment periods that are covered elsewhere in this section.

Opportunities to cure

Landlords are sometimes quick to evict simply because they are legally allowed or even incentivized to do so.³⁴ Even in cases where more informal or collaborative processes are available, landlords may initiate formal eviction proceedings in order to speed up the payment process or to collect additional fees and fines.³⁵ Some states have begun to create quasi-legal remedies for nonpayment or other lease issues that help resolve these disputes without unnecessarily creating the major long-term consequences to residents that even a dismissed eviction can cause.

Minnesota law is once again strong when it comes to providing channels to remedy landlord-resident issues before escalating to eviction. Minnesota Statute § 327C.09, covered above for its just cause measure, also includes a component that requires landlords to give ten days' notice for overdue rent and utility payments and thirty days to remedy other rule violations before an eviction can be initiated.³⁶



REFORMING PAYMENT PROCEDURES

It is not uncommon for landlords, especially corporate landlords, to implement hurdles in the rent and fee payment process that render residents more vulnerable to missed payments (and by extension, eviction) if they are unable to comply. Many of these requirements are especially difficult to navigate for people who are elderly, infrequent technology users, without a bank account, or non-native English speakers. As such, we recommend the following changes to payment process regulations:

- Landlords must accept multiple forms of payment for rent without additional cost or penalty.
- Landlords may not classify non-rent fees and fines as rent.
- Landlords must apply all payments by residents to base rent prior to paying off other charges. Residents may make partial payments as needed.
- Landlords must accept payment of base rent whether or not the resident is able to pay additional amenity/utility/administrative fees, fines, and charges.
- Amenity, utility, and administrative fees, fines, and charges may not be used to trigger eviction.

RELOCATION ASSISTANCE

Practices that use eviction and displacement to drive profit are fundamentally unjust and make communities less healthy and resilient, and our organizations recognize the right of all people to remain in their homes if they so choose. Unfortunately, current legal frameworks often create situations where residents must leave their parks due to eviction, redevelopment, or poor habitability conditions. In most cases, when residents leave, they are not able to take the asset that is their home with them to a new park. Residents lose their homes or sell them for pennies on the dollar in these situations because the homes are too old to be moved, relocation is too expensive, or because no park will accept them.³⁷ Because landlords can file claim to an “abandoned” manufactured home, the current legal structure may even incentivize landlords to evict resident homeowners even more so than a standard landlord tenant arrangement does. Requiring landlords to shoulder the financial fallout for forced displacement would heavily disincentivize them from frivolously upending residents’ lives. Some states have begun introducing (and even passing) legislation that reduces the financial and logistical burdens of relocating for tenants, or that properly compensates residents in cases where relocation is not feasible.

MINNESOTA'S PUSH TO LEGALLY DEFINE ECONOMIC DISPLACEMENT

Most existing initiatives to regulate the relocation of manufactured housing concern cases where landlords are redeveloping or otherwise closing the park (see below for more information on these policies). However, unaffordable costs, rather than park closure, are likely the primary driver of displacement for residents of manufactured housing.

In order to legislate a problem you must first define it. Minnesota has broken new ground by beginning to recognize unreasonable rent increases as a central cause of displacement for manufactured housing residents and forcing landlords who cause such displacement to pay for the fallout. The bills HF 5075 and SF 5276, introduced in 2026, specifically allow residents to make use of state sponsored relocation funds if they are “economically displaced.” According to the bill, economic displacement occurs when a resident is removed after their housing costs increase more than 10% in one year; more than 20% over three years; or an amount equal to 30% of the homeowner’s adjusted annual income. These increase percentages include lot rent increases as well as utility and service charges,³⁸ which prevents landlords from skirting the provision by adding junk fees in place of rent increases.

These bills would require that when residents are forced to relocate due to extreme rent increases, their landlord must pay for that resident’s relocation costs. Unlike other relocation assistance bills, the bills introduced in Minnesota use the state as a middle man for receiving these payments, ensuring strong enforcement power if the funds are not received within 60 days.

Similar to rent control, such a policy would effectively deter private equity and similar corporate landlords from speculating on manufactured housing communities. If people cannot be evicted for unreasonable rent increases, this significantly disrupts the firms’ ability to earn quick, high returns, and they may seek these elsewhere. This would be a positive outcome for residents and the wider housing system.

RELOCATION ASSISTANCE

In addition to the groundbreaking proposed protection around economic displacement, Minnesota law also includes more basic provisions that require landlords to pay for relocation in the case when a park is closed or redeveloped with a new land use.³⁹ Generally if states have a relocation assistance law in place, it is only triggered when the displacement is caused by a park ceasing to operate, and does not include reasons such as park conditions or unaffordable costs as a justification for landlords to fund moves.

Nevada is one such state and has some of these strongest protections for these instances. Nevada law requires landlords to cover the cost of moving the home as well as several adjacent costs like leveling in the event that a landlord closes a park or is forced to close a park by the state for health and safety reasons.⁴⁰ If the resident chooses not to move, the home has too much structural damage to move, or there is no available open lot within 150 miles, the landlord is allowed to remove the home but has to pay fair market costs to the resident.

North Carolina introduced bills HB 584 and SB 633 in 2023,⁴¹ followed with an update via SB 518 in 2025.⁴² These bills had similar coverage to Nevada, but were even more far reaching in the way that the value of the home is determined. If the bills were implemented, residents who are forced to move due to park closure would get either funded relocation within 100 miles or a payout of whichever is greater: \$7,500/\$10,000 (for a single/double wide, respectively) or the “in-place fair market value.” The bill specifies that the “in-place fair market value” is determined based on the value of the home in its existing location before the decision to change the park’s use and should include attached structures and improvements. In addition, if an appraiser finds that deferred maintenance or deterioration of the park has depressed the home’s value, the appraiser has to make an upward adjustment to eliminate that negative effect. This prevents a park owner from letting the park deteriorate for years and claiming a low home value.

Wherever possible, landlords should fund relocation due to park closure. In cases where landlords close parks due to financial distress, the state should create a stopgap fund to ensure that residents aren’t hung out to dry.



Protection from retaliation

While there are many reasons manufactured housing residents become displaced, landlords sometimes initiate displacement out of retaliation after residents organize amongst themselves, seek regulatory support, or make demands. Policy interventions that block retaliatory evictions and other forms of retaliation are much needed to ensure that tenants are able to self advocate without interruption.

Some states have anti-retaliation laws that apply to all housing types.⁴³ For example, Virginia recently passed reform to its landlord-tenant code that expands the definition of retaliation so that landlords may not increase rent, decrease services, file or threaten eviction, harass tenants, enforce rules selectively, or terminate leases in response to tenants reporting code violations, complaining or suing the landlord, or joined a tenant union.⁴⁴ This law, however, is weak because it requires the tenant to prove retaliatory intent, a high burden that can be difficult to prove. More robust regulations, like those of California, automatically assume that certain landlord actions are retaliatory if they occur within a certain time period following tenant interventions.⁴⁵

Protection from retaliation is especially important for manufactured housing because there is such an especially intense imbalance of power between landlords and residents due to the lot rent system. At least ten states have anti-retaliation statutes that are specific to manufactured housing. Minnesota's Statute § 327C.12 protects certain actions from retaliation such as complaining to the park owner or government officials, attempting to exercise legal rights, or participating in a resident association. If an eviction occurs within 90 days of protected activity, the park owner has to prove that the eviction wasn't retaliatory. Putting the burden on the park owner to prove non-retaliation, rather than on the tenant to prove retaliation, makes this law especially strong.⁴⁶

Illinois also recently passed the Landlord Retaliation Act, which similarly forbids landlords of all housing types from terminating a tenancy, increasing rent, decreasing services, and suing or threatening to sue in response to tenants exercising certain rights. Under Illinois law, code violation complaints, seeking support from community organizations, joining a tenant union, and testifying in court are all protected activities. The burden of proof once again is on landlords to prove non-retaliation, and actions are assumed to be retaliatory if they occur within one calendar year of the initial tenant action, a much longer window of time than that of the parallel Minnesota law.

If landlords are found to have retaliated, tenants can break their lease, move back into their home (if they were previously removed by the landlord), and be awarded the greater of either two months rent or two times the damages caused by the retaliation. The financial consequence component of this law is especially strong.⁴⁷

THE RIGHT TO SELL YOUR HOME

There are many reasons a resident may wish to sell their manufactured home. Some want to leave the park and the home altogether, while others are evicted and must leave their lot. Under most current legal frameworks, it can be very difficult for a resident to sell their home due to a lack of protections guarding residents from predatory park owner activity.

Because selling a manufactured home can be a long and bureaucratically complicated process, interventions are needed at multiple points on the sales chain. From the beginning of the sales process, policies need to protect actions as simple as putting up a for sale sign and showing the home to prospective buyers. Policies should also make sure that the sale doesn't come with highly restrictive conditions, such as requiring the home to be moved, or using a highly restrictive application process that makes finding a suitable buyer extremely difficult. Similarly, landlords should be banned from having the right of first refusal or right to match any incoming offers when a home goes up for sale.

Residents who have been evicted should also be given ample time to relocate or sell their homes if they so choose. Most states do not have protections around this, making abandonment of the home (and the asset value the home holds) the most likely outcome for evicted residents. The states that do have protections generally require the home to be sold in a short period of time (30-90 days).⁴⁸ This is often not realistically possible because many parks have unreasonably strict requirements for potential buyers. Manufactured housing landlords may use income requirements and background checks, in addition to requiring certain processes to be followed like requiring sellers to use park brokers or forcing sellers to pay fees just to proceed with a sale.⁴⁹ Buyer qualification requirements should be clear, publicly posted, and uniformly enforced. In addition, landlords should have to transparently communicate when and why a buyer is rejected. This transparency could help to prevent landlords from rejecting buyers simply so that they may strongarm the sellers into a lowball sale to the park owner.

For parks with high lot rents and stringent application requirements, it can be very challenging to find a buyer who both meets the park's requirements *and* is willing to shoulder the high costs. In fact, high lot rent and manufactured home values have an inverse relationship. For every \$100 the lot rent is raised, homes lose an associated \$10,000 in value,⁵⁰ meaning residents in high lot rent parks often must choose between losing tens of thousands of dollars and having to abandon their home entirely. One approach to solving this issue is to place strict limits on what action landlords are allowed to take during the sale process. Another is to allow tenants to seek legal remedy for lost funds caused by extreme lot rent hikes, restrictive application requirements, and similar landlord actions that result in deep financial losses for residents due to no fault of their own. Virginia law, for example, requires landlords to prove that any refusal or restriction in the sales process is reasonable.⁵¹

ALLOWING MULTI YEAR LEASES AND AUTOMATIC RENEWALS



Under the current governing structure, landlords are not incentivized to provide long term written leases, leaving residents vulnerable to sudden eviction, rent increases, and natural disaster-related loss. This is especially true for landlords who do not treat their park as a long term investment. Private equity firms and similar corporate landlords may try to avoid long leases in part because short-notice rent increases, rule changes, and removal of self-advocating or nonpaying residents are a crucial part of their “restructuring” based business model. In addition, they rely on making huge profits by selling properties on relatively short timelines. Long term leases not only guarantee a tenant’s right to stay in place for the duration of the lease no matter who owns the park while also

preventing an individual landlord from increasing rent and arbitrarily adding new park rules. In this way, long term leases are both a protection against the worst effects of private equity ownership, and also a deterrent that makes parks unattractive as sites for maximizing capital extraction.

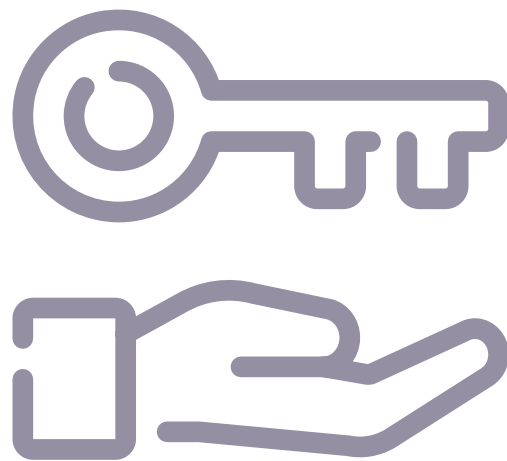
A Pew survey found that over half of US manufactured housing owners — 52% or three million people — do not have written leases and are essentially living month-to-month.⁵² This is not surprising as just 13 out of 50 states require a year long lease, and only 8 of those require renewable leases barring cases where there is just cause for nonrenewal.⁵³

At bare minimum, every manufactured housing resident in the United States should be given a 12 month written lease. As described in the Fannie Mae and Freddie Mac section of this report, annual leases are already required in properties with some types of federal loans. And some states, such as Illinois, require manufactured housing residents to be offered a longer lease of two years or more. Only 12% of manufactured housing residents have a lease that is three years or longer.⁵⁴

Longer leases are also crucial for natural disaster resilience. Many manufactured homes are located in areas of greater natural hazard risk such as floodplains, and older homes may not hold up during extreme weather events. Because the Federal Emergency Management Agency uses a lease's length to confirm home occupancy when renters apply for federal disaster aid, not having a lease also makes it difficult to get security deposits back after disasters.⁵⁵

For these reasons, leases of 5, 10, or 20 years may offer residents much greater stability. Typically this type of lease has a rent increase schedule baked in.

When MHAction and PESP work with manufactured housing residents, we have sometimes seen cases in which landlords manipulate residents into “choosing” worse lease terms. Other times, they will keep residents on a month-to-month lease in perpetuity despite their wishes. These actions should carry strict legal penalties including loss of license to operate, and the burden of proof should be on landlords to show that they are following proper leasing protocols.



RENT-TO-OWN AGREEMENTS

One particularly pernicious eviction threat comes with the rent-to-own and rent with an option to purchase contracts. Manufactured home residents generally either own their home and pay a lot rental fee to the owner of the park, or pay both rent for the home and park fee. A smaller but growing minority have rent-to-own contracts. Under this arrangement, residents pay monthly rent along with an additional fee under the promise that they will eventually assume ownership of the home after a set period of time, usually 5 years.⁵⁶

These arrangements have a high potential to be predatory. In many states, if the tenant is evicted before the set period is up, there is no way for the tenant to recoup the money they have put towards homeownership.⁵⁷ In these cases, it is possible that landlords may evict tenants in order to keep both the home and all the payments they've made towards it.⁵⁸ Tenants are also responsible for maintenance under most rent-to-own agreements, and may lose all the money spent on upgrades when they are evicted as well.

We have seen cases where private equity pushes residents towards rent-to-own arrangements.⁵⁹ Given the profound lack of protections for residents and the profit-seeking nature of private equity, this is a recipe for disaster. To mitigate the worst fallout of rent-to-own agreements for residents, we recommend the following regulations:

- The choice to enter into a rent-to-own agreement must be optional; residents should be able to continue under a standard rental arrangement if desired.
- Any rent-to-own arrangements must come with clear documentation detailing what funds are being applied to the purchase of the home, the total price of the home, the schedule of payments, and the date when the home ownership is scheduled to transfer.
- Landlords must include a running balance on all rent invoices.
- Responsibility for home maintenance and repair shall not fall to the resident until they are issued the title.
- Should the sale not be completed, the entire balance paid by the resident towards purchase must be refunded to them.
- When residents purchase their homes as part of a rent-to-own agreement, landlords must provide those residents with home titles within the legally required time period. For rent-to-own tenants who have not yet purchased their homes, provide title information so that tenants may get renters insurance.

PORTFOLIO SIZE LIMITS



INTRODUCTION

The reach of the private equity industry in manufactured housing is massive. In the US, just 23 private equity firms own over 1,900 manufactured housing parks with over 400,000 lots.⁶⁰ In the states where private equity ownership is the most dense, private equity firms now own as many as one in four manufactured housing lots.⁶¹ When out-of-state and other corporate owners are included, the numbers are much higher, as much as 70% of all home sites.⁶²

While the federal 2026 ROAD to Housing Act (ROAD) represented a major step in addressing private equity's outsized market share and negative impact on the housing system by banning large investor landlords from purchasing more single family homes, ROAD does not bar these mega investors from buying manufactured housing whatsoever. This is a major omission. With ROAD establishing that it is both legally possible and politically popular for the government to intervene against corporate landlord consolidation, the time to implement similar sweeping protections for manufactured housing residents is now. This section discusses several different policy pathways that discourage private equity firms from acquiring ever-larger portfolios of manufactured housing communities, ranging from outright purchase bans to creative tax structures.

FEDERAL PORTFOLIO LIMITS: THE MOST COMPREHENSIVE SOLUTION

The best way to limit private equity's consolidation in the housing market is to outright ban the firms from owning manufactured housing whatsoever. However, most bills seeking to curb private equity ownership instead use portfolio size limits rather than outright bans. The 21st Century ROAD to Housing Act (ROAD) is one such approach. ROAD bans any single firm from acquiring homes if such an acquisition would render the firm's portfolio size larger than 350 homes.⁶³ A similar threshold should be established for landlords of manufactured housing. An even more effective policy framework, stronger than the final version of ROAD, would also force landlords to retroactively sell off properties over this 350 home threshold over a period of years. Policies of this type have been proposed before: a selloff requirement was outlined in the yet-to-pass Protecting American Homes from Hedge Funds Act.⁶⁴ This strict threshold would effectively introduce a large supply of manufactured housing communities into the sales market, creating ample opportunities for mission-driven landlords, small landlords, and resident cooperatives to purchase the parks and driving down rents overall.

OTHER WAYS TO DISINCENTIVIZE LARGE PORTFOLIO SIZES

As noted above, there is clear political precedent for preventing private equity and similar investor landlords from purchasing residential property. In lieu of federal action, states should work to expand such protections to manufactured housing residents.

However, such intervention may face legal challenges at the state level. If vulture capital's acquisition of manufactured homes cannot be outright banned at the state level, states may look to adopt other legal structures that make manufactured housing a less attractive site for speculative investment.

Capping licenses

All states [should require](#) landlords to have a license before they can rent lots or homes in their manufactured housing parks. In addition to proactively ensuring that landlords are in compliance with regulatory standards related to lease terms, rents, and habitability, licences also can be used as a means to limit portfolio size. States should implement licensing structures and effectively ban large landlords from operating manufactured housing parks by refusing to issue rental licenses to landlords over a certain number of properties or units.

Tax initiatives

In the single family housing space, there have been several bills introduced with targeted taxation to curtail corporate investment.. When it comes to manufactured housing, this is new territory with a few strong developments. Some manufactured housing tax reform policies make use of transfer taxes to limit profits and fund housing services, while others have tried to close investor-friendly tax loopholes. For an example of one such policy regarding manufactured homes, see the section on Maine's LD 1016 below.

For a detailed breakdown of how these policy mechanisms have been written in previous legislation, see PESP's [Tools for Tackling Landlords report, part 3: Combatting Consolidation through Pro-Competitive Reforms](#).

Policy in action: Maine's LD 1016

With a spate of laws passed during the 2025-2026 legislative session, the state of Maine is breaking new ground when it comes to protecting manufactured housing residents from corporate landlord-related consolidation and resident displacement.⁶⁵

Enacted in September, 2025, LD 1016 ("An Act to Establish the Manufactured Housing Community and Mobile Home Park Preservation and Assistance Fund") contains important provisions related to the acquisition and ownership of mobile home parks by institutional investors. First, it applies a \$10,000 per-unit fee to when manufactured housing is purchased by investors with a net worth over \$50 million. This functionally makes it so that private equity firms and similar entities cannot profitably operate manufactured housing communities in Maine.⁶⁶

This act does not ban investors from purchasing properties, but rather places a heavy tax on their investments as a means to prevent the negative impacts of speculative investments elsewhere in the manufactured housing market.

Crucially, if large investors choose to proceed with their purchases of manufactured housing, the taxes from their purchases will be used to fund resident ownership elsewhere in the state. In addition to de-incentivizing institutional investment, LD 1016 also established a state-administered Manufactured Housing Community and Mobile Home Park Preservation and Assistance Fund that helps owners' associations, resident-owned housing cooperatives or other nonprofit entities representing the interests of homeowners in manufactured housing to purchase manufactured housing communities."⁶⁷

This policy, especially in combination with the other elements of Maine's recent policy protections package for manufactured housing residents, is one of the strongest pro-competitive manufactured housing laws existing in the country today. Between 2023 (when Maine began tracking investor purchases) and the law's passage in 2025, at least 1,353 mobile home lots had been purchased by large out-of-state investors. Since the law was enacted, the number of transactions by large out-of-state investors has plummeted to zero.⁶⁸

To read more about Maine's other recent manufactured housing reforms, see the transparency and licensing and resident ownership support sections of this report.

Maine's LD 1016 effectively halts corporate investment in manufactured housing

RESIDENT OWNERSHIP SUPPORT MEASURES



Many residents of manufactured housing don't own the land their homes sit on, rendering them vulnerable to displacement and exploitation. This arrangement is an avoidable policy choice, and there is a clear alternative: cooperative ownership. When land is collectively owned, residents have the power to make life-changing decisions about costs and maintenance, allowing them to prioritize community wellbeing rather than investor returns. Resident ownership of manufactured home communities is a proven method of stabilizing, improving, and preserving this important yet threatened form of affordable housing.⁶⁹ It can mitigate housing insecurity in the face of market speculation,⁷⁰ including speculation by private equity and similar corporate landlords. Compared to investor-owned housing, resident-owned manufactured housing parks provide a more affordable housing option for low-income families, as well as an enhanced sense of ownership, an opportunity to build equity,⁷¹ and greater adaptive capacity in the face of climate hazards.⁷² Resident ownership also successfully combats the displacement that can come with park closure.⁷³

With so many clear benefits to resident ownership, federal and state policy officials should look to channel substantial funding and institutional energy into encouraging collective ownership. Resident ownership of manufactured housing is one of the most comprehensive and urgent policy imperatives covered in this report.

Opportunity to purchase laws

What is OTP?

“Opportunity to purchase laws give homeowners in manufactured home communities the opportunity to buy the land on which their homes sit. Typically the homeowners do so by incorporating a cooperative or similar organization that takes title to the land. (The exact form of the organization will depend on state law). The homeowners are members of the cooperative organization, and elect its governing board, which typically hires an independent, third-party property management company, approves budgets, and sets overall policies. Homeowners then rent their lots from the co-op organization, with a non-terminating lease.”⁷⁴ —**National Consumer Law Center**

Opportunity to purchase (OTP) is a legal concept that encompasses both **right of first purchase** and **right of first refusal policies**. OTP has been used for about fifty years to successfully preserve affordability across various housing types, and is especially well suited to manufactured housing due to the uniquely precarious nature of the resident-owner lot rent model.⁷⁵

As noted above, resident ownership stabilizes communities in a variety of ways, but perhaps the most important aspect of this stabilization is reducing rent gouging. Compared to other types of manufactured housing ownership structures, resident-owned communities maintain much lower rents over time. The following graph from the Lincoln Institute shows rent prices in parks financed by the collective ownership support and financing organization Resident Owned Communities USA (ROC USA) in comparison to parks owned by other types of landlords. ROC USA-financed properties have an average annual lot rent increase of 0.9%, generally much lower than even the rate of inflation. In contrast, commercially-owned properties have an average annual lot rent increase of 7.1%.⁷⁶

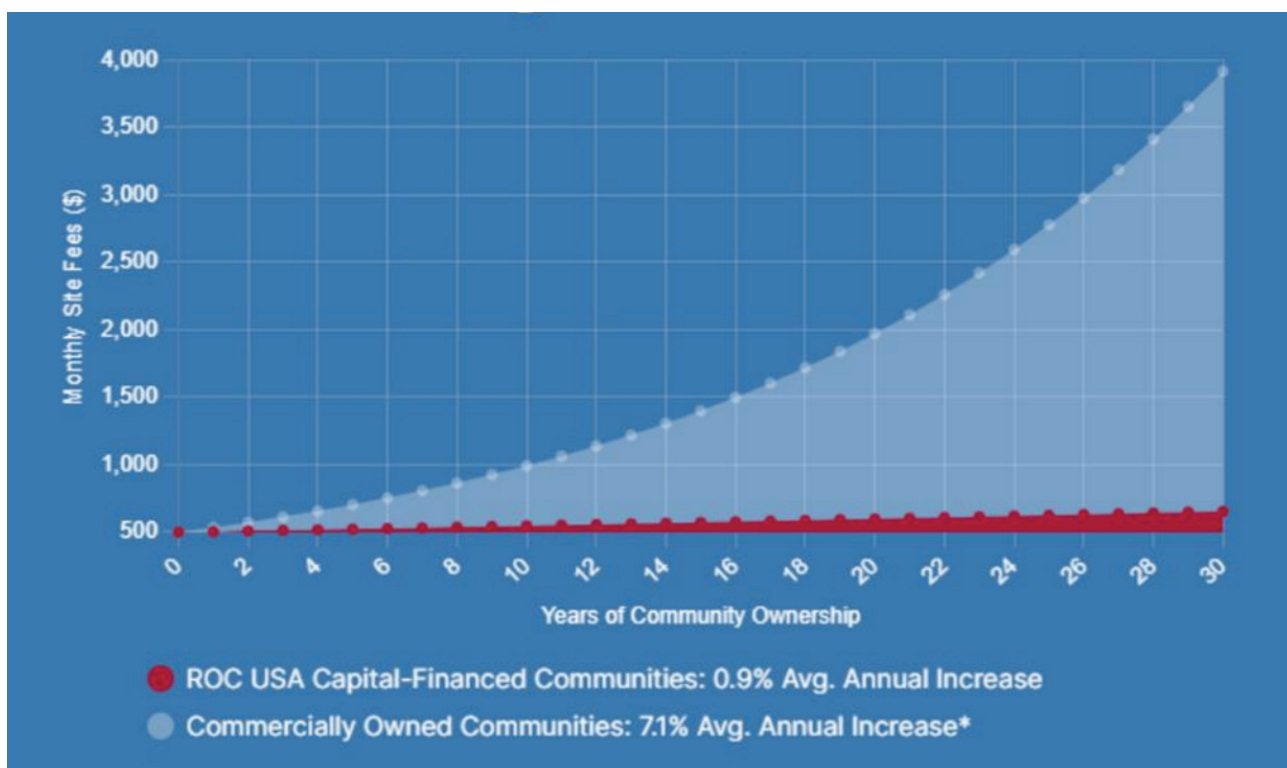


Chart via the Lincoln Institute of Land Policy.

Mechanisms

Under the **right of first purchase**, park owners must provide residents with notice when the owners intend to sell their park. Before a sale with an outside buyer can be finalized, landlords are required to allow park residents to make a competing bid. In some states, landlords are also required to negotiate in good faith to determine a market rate purchase price. Notably, the right of first purchase allows landlords to walk away from resident negotiations at any time and decide to sell to a private party instead.

Right of first refusal goes a step further in that it requires landlords to accept competitive bids from a resident association over matching bids from outside parties. Under right of first refusal, landlords still get the same returns, but can't sell to the party of their choosing.⁷⁷

Key principles for Opportunity to Purchase laws

The National Consumer Law Center (NCLC) has identified six key components of strong OTP laws. According to NCLC, an effective OTP policy must:⁷⁸

- Provide residents with the right to purchase their park whenever their community is being sold.
- Require notice of that intended sale to all residents.
- Disclose price, terms, and conditions of any third party offers.
- Provide a reasonable time frame for residents to make an offer and ultimately close on the purchase.
- Require the owner to negotiate with residents in good faith.
- Effectively enforce all parts of the law and hold responsible parties to their legal obligations.

OTP policies at work

More than twenty states have some sort of opportunity to purchase or adjacent legislation on the books. These policies cover several different regulatory approaches ranging from simple notice period requirements to more protective right of first refusal legislation.⁷⁹ The National Consumer Law Center has assessed that nine states have strong protections when a manufactured housing community is sold, while another twelve have “some protections.”⁸⁰

New Hampshire led the nation by passing OTP legislation in 1988 and now has 150 communities under resident ownership. Since then, a number of states have followed suit,⁸¹ with some of the strongest protections passing in Florida, Rhode Island, Oregon, Massachusetts, and Colorado.⁸²

The 2020 passage of **Colorado’s** HB 2020-21, the “Mobile Home Park Residents Opportunity To Purchase Act”, gives home owners in MHPs the opportunity to make an offer to buy the park if the landlord anticipates selling it or changing the use of the land. Under this legislation, an organized association of home owners representing at least 51% of park has 90 days to purchase the park once notified of its intended sale.⁸³ It should be noted that as is the case in many states, the State of Colorado struggles to adequately enforce this provision when owners fail to provide adequate notice regarding the sale.⁸⁴ However, this is still one of the stronger pieces of OTP legislation in place in the United States today.

Supplemental strategies for supporting resident ownership

Maine enacted its OTP law in 2025. [LD 1145](#), or “An Act to Protect Residents of Mobile Home Parks,” gives residents priority to purchase their parks when they come up for sale. This law also requires a notice period for all sales and, crucially, requires that the park owner foots the entire bill if residents are forced to relocate if the park owner intends to change the use of the park.⁸⁵ Since enacting this law, Maine’s manufactured housing residents have purchased four mobile home parks with state assistance.⁸⁶

In addition to its strong OTP law, Maine has used tax reforms to bolster opportunities for resident ownership. Passed in 2025, Maine’s [LD 554](#), “An Act to Encourage Resident-owned Communities and Cooperatives and Preserve Affordable Housing Through Tax Credits,” establishes tax deductions of up to \$750,000 that encourage owners to sell manufactured housing communities (as well as other multifamily housing types) to cooperative affordable housing corporations and municipal housing authorities.⁸⁷

Similarly, Maine’s [SP 686](#), “An Act to Protect Residents of Mobile Home Parks by Amending the Real Estate Transfer Tax,” removes real estate transfer taxes when residents themselves purchase their manufactured housing community, reducing another barrier to resident ownership. If nonresidents buy the park, there is still a transfer tax that goes directly towards a state-run affordable housing fund which can be used to support resident purchases elsewhere in the state.⁸⁸ These laws show that there are several different policy pathways to supporting cooperative MHC ownership in addition to the classic OTP strategies.



Federal support for OTP

Federally, some lawmakers are working to pass OTP-related reforms. The Promoting Residential Ownership of (PRO) Manufactured Home Communities Act, introduced by Representative Maxwell Frost of Florida in early 2026, incentivizes states to adopt and strengthen tenant opportunity to purchase (TOPA) policies that go beyond existing laws. The Act would also increase Community Development Block Grant (CDBG) funding for states and localities that take measures to support resident ownership as well as helping to pay for downpayment assistance.⁸⁹

Legal context

According to legal scholar Julie Gilgoff, “The trend of private equity firms acquiring manufactured home communities is likely to grow without government regulations like OTP policies in place,” justifying OTP-style reforms as a clear site of state interest.⁹⁰ Despite this urgent imperative, a handful of OTP laws have been historically challenged under the US Constitution’s Takings Clause, as is commonplace for many tenant- and resident- centered policy protections. Despite these challenges, OTP has been widely adopted, is generally proven to be effective at preserving affordable housing, and should be considered as a legitimate legal strategy for protecting residents from the predation of private equity investment.⁹¹



LANDLORD-TENANT COMMUNICATION REQUIREMENTS



Residents of manufactured housing are often not provided with crucial information that impacts their day to day living. This can be especially true after corporate landlords take over. In many cases, residents often do not know who their new park owner is and may not know where to reach out if there is an issue. Residents also may be left in the dark on important matters like park maintenance and water shutoffs, or even worse, not given proper notice of major changes like rent increases or park sales. This section covers regulatory measures that are designed to empower residents by keeping them in the loop.

OWNERSHIP DISCLOSURE

At present, it is very hard for the average person to identify a property's ownership if this information is not clearly disclosed. This is especially true for residents who are not savvy technology users. When a new owner takes over a park, the park owner should inform residents both via mail and via digital communication of the new company's name, address, and points of contact. If the park is owned by a limited liability corporation (LLC), the LLC's beneficial owner should be clearly disclosed. The beneficial owner is the person or company who reaps the profits and economic benefits from the property and has the ultimate control of the property.

This communication should be conducted on an individual level directly with residents, but system-wide transparency measures, covered in this report's "Transparency" section, can also help residents to access crucial information about their park.

NOTICE REQUIREMENTS

Some states require landlords to give tenants notice when raising rents, selling parks, or changing the land use of a park. Though generally not sufficient by themselves, appropriately long notice period requirements give residents the ability to plan their lives and adapt to new conditions, or in cases where the new circumstances are untenable, to collectively organize for fairer conditions.

RULE DISCLOSURE REQUIREMENTS

Massachusetts has an exemplary measure that requires rules to be given to park residents in writing and posted publicly. The rules must be sufficiently detailed and clear so that residents understand what they are required to do, what they are prohibited or restricted from doing, and any other limitations that are placed on their residency. Under this statute, rules must also be uniformly enforced, meaning that the park owner/manager may not selectively enforce the rules with some residents but not others. Rules also can't be implemented retroactively, and changes require 75 days of notice and must be posted publicly. Perhaps most importantly, rules have to be reviewed by the state Attorney General's office.⁹² Because manufactured home park rule violations can be quite restrictive, and furthermore can be used as grounds to fine or evict residents, states should seek to implement similar regulatory frameworks.

SALES NOTICES

As noted in the resident ownership support section of this report, states should work to foster conditions that allow residents to purchase their manufactured housing parks. In many cases, coordinating the resources needed to collectively purchase a park can be a time intensive process. In states where notification is only required when the land is put up for sale, residents have little chance in gathering together the means for a competitive purchase.⁹³ States should provide enough time for residents to learn about the impending sale of their community, meet as a group, engage an attorney and present and execute a purchase and sale agreement with the community owner. The National Consumer Law Center's model law proposes 90 days for the residents to present a proposed purchase agreement, plus 90 additional days to complete due diligence on the property, secure a financing commitment, and close. These time frames are consistent with those for similar commercial real estate transactions in most states.⁹⁴

RENT INCREASE NOTICES

In the same way that coordinating a park purchase can take a long time, so does moving. For this reason, manufactured housing park residents (as well as the appropriate state agencies) should be given substantial notice of rent increases. Many manufactured home park residents are on fixed incomes, cannot afford rent increases, and may need to leave their park if a major increase is introduced. In these cases, residents need to either complete the process of selling their home to a new buyer, or go through the extremely difficult and costly process of gathering funds to move their home, locating a new site, and getting re-approved for a lot rent agreement at a new park. The strongest protections, such as those of Florida⁹⁵, Washington,⁹⁶ and California⁹⁷, require rent increase notification periods of at least 90 days, which is still a very tight timeline for residents to coordinate these life altering steps. However, many states have no manufactured housing rent increase notice requirement statute at all.

LANGUAGE JUSTICE

People who live in manufactured housing may not speak fluent English or may live with communication related disabilities. States should enact and enforce legislation that ensures these residents are able to clearly understand and respond to all written and verbal communications from their landlords and to correspond appropriately regarding matters that impact their tenancy. Colorado, spotlighted below, is the only known state with very comprehensive laws governing language and accessibility for MHP residents.

EXEMPLARY LEGISLATION SPOTLIGHT: Colorado's Mobile Home Park Act

In 2024, Colorado passed a comprehensive amendment to its manufactured housing law covering new tenant rights, rent increases, park rules, retaliation, sales, rent-to-own arrangements, landlord duties, and enforcement. The amendment's unique feature, is its communications and language access provisions. The law requires that all legally required notices and communications are made available with clear, simple verbiage in English and Spanish (and in most situations, one other language spoken by more than one park resident). Though not every type of communication must be translated, the translation requirement is fairly far-reaching and covers the most essential communications including rent increases, nonpayment notices, park rule changes, and notices to quit. Residents then have a right to respond to communications in their own language.⁹⁸

The law also covers some types of verbal communication access, with residents being granted the right to request interpreters for all non-written communications (including in American Sign Language). In addition, residents with reading or other challenges can also request that the notices be read aloud in English within 72 hours of the initial message dispersal.⁹⁹



Crucially, resident-landlord meetings also have special requirements under this law. Not only does the law allow residents to request two landlord meetings per calendar year, but it also requires notice for these meetings to be posted in multiple digital and in person avenues, and in multiple languages. Most importantly, these meetings must have interpreters if requested.¹⁰⁰

Colorado's law does not create a utopic vision of language justice, however, it provides support for residents in common areas where landlords may use language barriers as an excuse to avoid informing tenants of major life changing developments. The law should be treated as a baseline off which further legislation can be built.

RECORD KEEPING

The incursion of corporate landlords into the manufactured housing space requires swift intervention with regards to transparency, accountability, and accessibility for residents. When manufactured housing was less corporatized and most parks were owned by smaller landlords, informal arrangements like verbal leases, handshake rent transactions, and rent to own arrangements still sometimes produced predatory behavior, but the scale of corporate ownership means that landlords have higher motivation and more tools to exploit tenants.¹⁰¹

Landlords should be required to implement the following provisions related to record keeping:

- Provide payment receipts for each transaction upon request
- Allow residents to request a copy of their ledger at any time and open a formal dispute.
- Provide proof of legal title to both residents and to state regulators for all homes leased or sold
- Ensure that all required policies, procedures, and fines are clearly stated on a signed lease.
- When a resident moves into their home, they are issued an automatically renewing lease which they may keep without penalty for the duration of their residency.
- Document utility charges and make original bills available to tenants upon request.
- Record all tenant infractions with reasoning, evidence, and outcomes.

TRANSPARENCY AND LICENSING



LICENSING REQUIREMENTS

PESP has [previously recommended](#) that landlords of all housing types be required to go through a proactive rental inspection process, register with the government, and obtain a license prior to being allowed to operate any rental unit.¹⁰² This is especially important for manufactured housing. MHC landlords are responsible for maintaining a significant amount of infrastructure, but often fail to do so. As a result, substandard conditions such as poor drinking water quality, water and sewage infrastructure failures, broken and barricaded roads, and other hazardous living conditions are very common in manufactured housing communities.¹⁰³ Requiring landlords to go through an inspection and registration process not only ensures they are in compliance with environmental regulations, but can also be a checkpoint for ensuring other fair rental practices like written leases and clear utility billing are in place.

Requiring some form of licensing for manufactured housing owners is not a novel legal strategy. The practice of requiring landlords to get licenses for mobile home park rentals has legislative roots going back nearly a century.¹⁰⁴ Still, the majority of states have no such protection in place. At least twelve states require landlords to obtain licenses or permits in order to operate a manufactured housing community. These states include California,¹⁰⁵ Connecticut,¹⁰⁶ Florida,¹⁰⁷ Illinois,¹⁰⁸ Indiana,¹⁰⁹ Kentucky,¹¹⁰ Maine,¹¹¹ Michigan,¹¹² Minnesota,¹¹³ North Dakota,¹¹⁴ Ohio,¹¹⁵ and Rhode Island.¹¹⁶ At least one state, Massachusetts, allows municipalities to require licensing as well, though this local patchwork approach is not as effective as state control when it comes to licensing.¹¹⁷

HOW LICENSING IMPROVES TENANT CONDITIONS: the story of North Morris Estates

Landlord licensing was recently leveraged as a means to correct private equity abuse at a park formerly known as North Morris Estates in Thetford Township, Michigan, a state which requires all manufactured housing parks to be licensed. In August of 2024, the Genesee County Prosecutor filed criminal charges against former owner Alden Global Capital and its manufactured housing subsidiary Alden Global Capital and its manufactured housing subsidiary Homes of America, for running the mobile home park without a license. Homes of America pleaded guilty to a one year misdemeanor, paid a \$25,000 fine, and agreed to sell the property, marking the first conviction of its kind under Michigan's Mobile Home Commission Act.¹¹⁸

The park will likely soon be relicensed under new ownership as the small landlord who took over the the park works to repair drinking water quality issues and raw sewage spills caused by past private equity mismanagement.¹¹⁹ The change has improved resident quality of life.

"The new owners did more in the first month than the owners before did in the three-plus years they owned the park," said resident leader Theo Cantos.¹²⁰ For this park, the owner's flagrant lack of compliance with licensing law led to legal consequences that eventually restored resident rights in their park.



Genesee County Prosecutor David Leyton announces criminal charges against Homes of America in 2024.

MICHIGAN'S NEW BILL PACKAGE BEEFS UP LICENSING (AND MUCH MORE)

The sale by Homes of America represented a clear example of how licensing statutes can be successfully deployed to protect tenants. However, more robust interventions are needed in Michigan's manufactured housing licensing process as well as a modernized eviction process, the right of first negotiation, and financing and tax credit tools that make resident ownership achievable.¹²¹ MHAction has been calling for [a new resident protection bill package](#) that would substantially update the licensing process to ensure positive outcomes for residents on a number of fronts.¹²² As of September 2026, the wide-ranging bill package has passed the Michigan Senate, but has yet to pass the House. Upon enactment, Senate Bills 934 through 939 would make major changes to the licensing and adjacent processes.

If implemented, the bill package would require landlords to affirm under affidavit that they are fit to operate by declaring that:

- The landlord has the financial ability to legitimately own and operate the mobile home park
- The landlord can and will comply with applicable state regulations
- The landlord, as well as any entity with beneficial interest, has not had a license or other governmental permission to operate revoked in the past three years
- The landlord has not been convicted of fraud related charges in the past few years (5 years for felonies, 3 for misdemeanors)
- The park is in good standing to operate according to a recent inspection, or is actively working to correct any issues identified during the last inspection

In addition, the proposed legislation would improve documentation and transparency standards by requiring that: :

- The landlord provides the name, working telephone number, mailing address, and monitored email address of an individual who is responsible for receiving and responding the communications for the mobile home park
- If the landlord operates through a foreign corporation, the corporation has proven authorization to do business in Michigan
- The landlord has correctly completed all paperwork required by local governments
- The landlord submit any necessary supporting documentation, in addition to a signed affidavit
- The landlord publicly posts the park's license

The bill package would also implement the following administrative improvements:

- Charges fees to landlords for operating parks as part of the licensing process
- Creates funding structures to support proactive annual inspection and reporting
- Updates operations so that the regulatory departments of Licensing and Regulatory Affairs and Environment, Great Lakes and Energy to allow grant them greater oversight of manufactured housing

Transparency provisions

As noted above, Michigan's bill package follows our recommended best practice of combining licensing and inspection measures with data gathering and transparency. In order to properly govern manufactured housing, states must first have a solid understanding of the housing stock, ownership dynamics, and patterns of infraction. Furthermore, the public should have the right to access this information.

Upon passage, the bill would establish a **statewide public database** of *all* manufactured housing owners, with a protocol for tracking unlicensed parks as well. In addition to information like contact details, basic property factors, and licensing status, this database would include information about any beneficial owners with a stake of over 20%, making it much easier to understand whether a park is owned by large investors like private equity firms.¹²³ It also would track "material infractions" at each park, potentially allowing for the statewide identification of landlords with a repeated pattern of repair issues or other violations.¹²⁴

The licensing provisions in SB934-939 alone set Michigan apart as a potential leader when it comes to protecting tenants from vulture capital. The package also includes a number of other essential provisions which are not covered in this report. For more information on MHAction's advocacy around the bill package and the provisions it includes, see [PESP's blog on the topic](#).



LICENSING AND DISCLOSURE AT WORK TODAY IN MAINE

The State of Maine passed two comprehensive rounds of updates to its manufactured housing laws in 2025 and 2026 that provide significantly more protections to residents of manufactured housing. Together, these demonstrate how stringent licensing requirements and public data can be used together to work towards affordability and security for manufactured housing tenants.

Licensing

LICENSING AS INFORMATION GATHERING

In 2025, Maine amended its manufactured housing code to require license applicants to provide detailed information including the applicant's legal name, parent and subsidiary corporations, number of sites to be licensed, number of occupied sites, lot rent, age and income requirements, seasonal status, and required ancillary fees. This is essential information and should be treated as the baseline for every state as part of a larger licensing process.¹²⁵ With this update, there is now a clear picture of who owns parks and how much residents are being charged. The state can potentially use the licensing system to identify patterns across communities rather than treating every landlord-resident dispute as an isolated complaint. Furthermore, other new laws in Maine effectively ban large institutional landlords from buying parks, and these laws would not be enforceable without licensing mechanisms to identify those large landlords.

LICENSING AS AN ACCOUNTABILITY MECHANISM

Maine passed a second round of reforms in 2026 requiring that manufactured housing community operators seeking new licenses and license renewals must provide evidence that they can comply with state operating standards.¹²⁶ This is a big shift. The licensing authority now has a much stronger basis for evaluating the operator's capacity and compliance, rather than simply documenting that the property exists. The landlords must also swear under affidavit that they are eligible for certain types of exemptions that are intentionally not available to large corporate landlords.¹²⁷ The landlord must confirm compliance every year as part of the annual license renewal process, regularly ensuring that the park conditions and financials remain sound.

MAINE'S MANUFACTURED HOUSING DASHBOARD

In late August of 2026, the state of Maine also launched a new statutorily prescribed [Manufactured Housing Community Dashboard](#). The dashboard provides residents with information about their individual parks while also providing aggregated snapshots that can help inform policy decisions. The data featured in the dashboard was collected during the 2025-26 manufactured housing community licensing application and renewal process and is updated annually.¹²⁸

Park level data

Maine's dashboard provides a list of all 475 licensed communities' names, locations, lot rent costs, occupancy rates, resident ownership status, utility system information, and political representatives. Open home sites are also catalogued, which makes the process of relocating a little bit easier in cases where finding a site is the primary barrier. For many of the parks, the dashboard also denotes the type of owner, listing categories of small or large investor, small business, nonprofit, or resident owned community.

Unfortunately, the dashboard doesn't list either the LLC owner or the beneficial (true) owner. This is an oversight; the owner's identity is crucial information for the public interest. In some cases residents, especially those renting from corporate landlords, may not know who owns their park, making it difficult for them to organize and make contact with their landlord. Since Maine has presumably identified at least some park owners in order to categorize them, the state should work to add this to the dashboard.

Big picture data

Maine's manufactured housing dashboard also shows macro-level numbers that provide essential insight for policymakers. Users can easily see how many lots are licensed by county as well as the average lot rent at the county and state level.

This type of dashboard should be implemented by states around the country in order to help tenants get vital information about their living conditions as well as to ensure that states have enough housing data to make fact-based governance decisions.

FEDERAL LENDING REFORMS



Private equity firms have been aided in their acquisitions of manufactured home parks by the US Government sponsored lenders Fannie Mae and Freddie Mac.¹²⁹ Fannie and Freddie, also known as “the Government Sponsored Enterprises” or GSEs, help support home and apartment purchases by buying loans off private lenders so they are free to make more mortgages.¹³⁰ Affordability is supposed to be central to Fannie Mae and Freddie Mac’s mission,¹³¹ and manufactured housing is one of the three underserved markets that Fannie Mae and Freddie Mac are required to serve.¹³²

To the degree that Fannie and Freddie are financing purchases by private equity firms that then dramatically raise rents, the institutions are working directly counter to that affordability goal.¹³³ Seeking high returns on its housing portfolios, private equity is attracted to GSE loans’ lower interest rates, high leverage, and predictable long-term liquidity. The issue is widespread. Almost half (47%) of the private equity-owned parks identified for PESP’s Manufactured Housing Tracker were financed by Fannie Mae or Freddie Mac.¹³⁴ In contrast, Fannie Mae or Freddie Mac financed just 9% of all the manufactured home parks in the US. As it stands, rather than preserving affordable housing, Fannie Mae and Freddie Mac have fueled mobile home park acquisitions by private equity firms that utilize major rent increases and cost cutting as a core part of their business model.



As part of their mandate to preserve affordable housing, Fannie Mae and Freddie Mac have begun taking steps to protect manufactured home park residents, although the protections are minimal and don't have any limit for rent increases. In 2019, the two agencies began offering a lower interest rate to park buyers and owners who agreed to certain tenant protections for their residents. Since 2022, they have required all manufactured home park buyers and owners who receive Fannie or Freddie-backed financing to implement those protections.¹³⁵ Those protections include:

- One year renewable leases, unless there is good cause for non-renewal
- Providing 30 days' notice of rent increases
- A 5 day grace period for rent payments
- 60 days' notice before selling the park
- Some measures that make it easier for residents to sell their home, such as the right to put a for-sale sign on the property.¹³⁶

With a broad spread of policy recommendations listed in this report, it is clear that Fannie and Freddie are not currently taking advantage of the most effective tenant protection strategies. Speaking on Freddie Mac, movement researcher Sofia Lopez commented that the institution “seems much more interested in protecting profits than ensuring basic protections for the people living in the housing that they are helping to finance.”¹³⁷

The federal government should use its powers to protect low income people from predatory investments rather than being pressured by investors to support wealth extraction from low income communities. The GSEs should implement the following pro-resident strategies:

- Increase financing opportunities for residents, government entities, and nonprofit organizations to purchase manufactured home communities
- Facilitate individual purchases of manufactured homes by purchasing chattel loans, the “home only” loan type most residents currently use to purchase their home.

Chattel loans are more expensive, are available only from a limited set of lenders, and have few borrower protections¹³⁸

As a condition of receiving financing, landlords should be required to comply with the following tenant protection terms:

- Preserve affordability with gradual, scheduled rent increases at a low annual percentage
- Prohibit unfair lease terms, abusive rent to own contracts, and excessive fees
- Maintain safety and habitability with regular property maintenance and responsiveness to residents
- Offer long term pad leases (5 to 10 years) in order to minimize opportunities for rent gouging in between leases¹³⁹
- Pay all relocation costs for tenants who must move out of their park, regardless of the reason¹⁴⁰
- Recognize and negotiate in good faith with tenant and resident organizations
- Provide tenants with multiple paths to remedy prior to initiating eviction

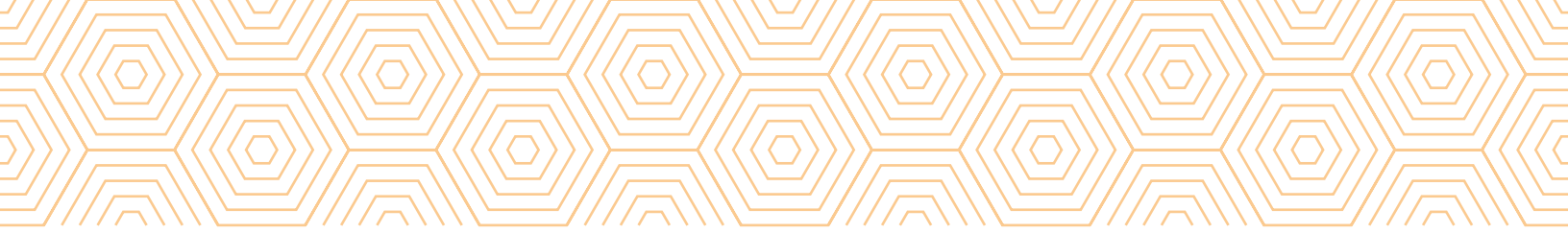


ENFORCEMENT



As this report has shown, every state in the country simply needs stronger protections for manufactured housing residents. However, strong laws are nothing without equally strong enforcement. Even in states with relatively good regulations, manufactured housing is often governed by complex and underfunded bureaucratic structures. In addition, consequences for offenders are often either too minor or too underenforced to sufficiently deter the exploitation of residents. As it stands, government agencies have failed to fill the enforcement gap for poor tenants partially due to lack of political will and partially due to structural barriers in the legal and regulatory systems.¹⁴¹

In an ideal world, the federal government would use the Department of Housing and Urban Development, the Environmental Protection Agency, the Consumer Financial Protection Bureau, and other regulatory agencies to ensure that manufactured housing residents do not experience legal and financial exploitation, discrimination, and unsafe environmental conditions. In the 2026 context, such enforcement is left to the states.



In order to combat the worst of private equity's tenant mistreatment, enforcement structures need a major overhaul at the state level to incorporate the following changes:

Create specific divisions for overseeing manufactured housing

In many states, manufactured housing is overseen by a patchwork of agencies including state licensing offices, departments of labor, departments of motor vehicles, and departments of housing and community development. Bringing all regulatory functions under one umbrella would make it much easier for residents to seek enforcement support.

Increase funding for regulatory agencies

In the age of austerity, many agencies that oversee housing are not properly staffed. As such, even when states have good laws in place, there are far more residents in need of support than staff can realistically provide.

Strengthen penalties for landlords who break the law

In the rare cases where landlords are sanctioned by state officials, those sanctions often are not aggressive enough to deter ongoing bad behavior from landlords. Some private equity firms have hundreds of billions of dollars in assets under management. In cases where monetary fines for misbehavior are relatively low, these firms, which are extremely profit motivated, may make the calculation that breaking the law is more profitable than following it. As such, fines for lawbreaking should be steep, and should increase significantly for routine infractions. Likewise, states should not be afraid to criminally prosecute landlords who engage in law breaking behavior that would result in a lengthy prison sentence the average individual.

Make enforcement a strategic priority

State Attorneys General are charged with enforcing the public interest,¹⁴² and tend to have significantly more funding and legal power than other state agencies. We've seen cases where state attorneys general initiate lawsuits against landlords who repeatedly break the law. Attorneys General around the country should work to identify and legally pursue damages from bad actor landlords, especially large corporations.

Enable private right of action by residents

Landlords frequently violate the law. Often these violations are easy to prove in theory. In practice, tenants have little recourse for violations because they cannot afford private attorneys, and other forms of legal support are systemically underfunded. The legal system in its current operation fails to properly account for damages residents may suffer due to landlord mistreatment, meaning there is little opportunity for compensation for private attorneys even when cases are ruled in the resident's favor.¹⁴³ Whereas landlords are generally well-funded and well-represented,¹⁴⁴ if the law does not allow residents to recover attorney's fees if they win, attorneys will not be willing to take their cases no matter how egregious. In order to correct this severe legal imbalance and incentivize more private lawyers to take on tenants' rights cases, laws should explicitly authorize tenants to sue their landlords for attorney's fees.

UNDERENFORCEMENT LED TO 5+ YEARS OF ARSENIC-TAINTED WATER IN ONE MICHIGAN PARK

One case from Michigan clearly demonstrates how weak enforcement capacity leads to policy failure in a way that could have lifelong negative impacts for residents. The private equity-owned Yankee Springs Meadows manufactured housing community in Barry County, Michigan has had illegal levels of poisonous arsenic in its drinking water for years, forcing residents to buy bottled water. Though Michigan's Department of Environment, Great Lakes, and Energy (EGLE) has issued violation notices to the park every year for the past four years, residents were still drinking arsenic as of August 2026. No fines had been issued, with the state instead entering "an agreement" with the landlord to improve the water supply. Infrastructural improvements are now in the works, leading an EGLE official to state that "We [EGLE regulators] expect that they will be supplying water that meets arsenic standards very soon."

While improvements are finally being made at Yankee Springs Meadows, the toxic water supply situation went on for far too long in part due to weak regulatory enforcement. What's more, there are 122 parks with similar water quality issues in the state. One expert from UCLA stated that a lack of funding makes it “inherently tough” for regulators to enforce drinking water standards at mobile home parks. “Ultimately, these things require money,” he said. For this reason, MHAction is pushing for a bill package that would majorly overhaul the state’s manufactured housing code that would strengthen EGLE’s enforcement ability and improve licensing to hopefully prevent situations like this in the future. In this case, if the private equity owner had been issued a steep fine each time they failed to take action to remove the arsenic, this issue may have been solved much more quickly as this would affect the owner’s bottom line.¹⁴⁵



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